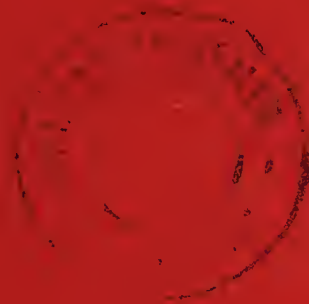


Borough of Kendal



ANNUAL REPORT

OF THE

Medical Officer of Health

FOR THE YEAR

1966

Stricklandgate House, P.O. Box 18, Kendal

Telephone Number: Kendal 1296

KENDAL

TITUS WILSON & SON, LTD.

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NATURAL AND SOCIAL CONDITIONS OF THE DISTRICT.

Area of the Borough in acres	3,705
Population at 1961 Census	18,599
Population (Registrar-General's mid year estimate)	18,920
Inhabited houses	7,153
Rateable Value	£762,085
Product of a Penny Rate	£3,110
Rate in the Pound levied	13/10d.
of which the County Rate was	8/1d.

Kendal is picturesquely situated in the valley of the River Kent, the greater part being on the west bank built on ground rising steeply in a series of terraced streets up Kendal Fell to about 500 feet above sea level. The buildings on the east bank are situated on undulating lowlands rising from 137 feet to 200 feet contour. The dale of Kendal runs north to south with the level of the eastern boundary between 300 and 600 feet above sea level.

The geology of the Borough is sharply divided by the Fellside. The steep eminence of Kendal Fell on the west is composed of carboniferous limestone which represent remains of the dome which once covered the Lake District, and the sharp division is caused by a fault in this system. To the east of this fault denudation has taken place and the out-cropping rocks are Kirkby Moor Flags of the Upper Ludlow Series of the Silurian System. Alluvial deposits and some Basement Conglomerates form the small northern area of the Borough.

The climate is mild and invigorating, the town is sheltered by the Fell from the prevailing westerly winds, and the open aspect to the south provides full access to sunlight. Temperature gradient inversions are frequent at night but are soon dispelled in the mornings. The rainfall normally varies between 50 and 55 inches a year and light falls of snow may be expected for one or two weeks in the late winter. The low-lying land in the north of the Borough is liable to flooding when the River Kent is in spate.

Economically Kendal serves a treble function. Primarily it is a market town, being situated in the heart of the southern portion of Westmorland and the centre of a large agricultural community within a radius of some eight miles. Secondly it is an important stopping place on the main A.6 road, where the heavy volume of motor traffic from the South divides into the portion destined for Scotland over Shap, and the portion heading for the Lake District. The former includes a high proportion of heavy lorry traffic which uses Kendal as a regular

overnight staging point, and the latter includes a very seasonal peak-load of tourist traffic. Thirdly Kendal has become an important centre for light industries which have guaranteed constant employment to the inhabitants and brought considerable prosperity to the town.

The local industries include a wide variety of manufacturing processes. There are factories for boots and shoes, hosiery and shirts, carpets, tobacco and snuff, woollen mills, breweries, stone and lime works, engineering works, and processing establishments for cream and milk products.

In addition there are ample opportunities for employment in the shops, cafés, hotels, business premises, and laundries. At Oxenholme the inhabitants are mainly interested in the railway employment. The variety of these opportunities for both men and women has kept Kendal happily free from general unemployment and provided that economic security and prosperity which is a most important factor in the maintenance of the public health.

COMMITTEES.

The Minister of Health requires me to include a list of the Council's committees which are concerned with matters of public health.

The Health Committee deal with the principal matters, but there are other aspects of public health importance which are dealt with by the Property, Streets, and Tenancies Committees.

STAFF.

Name.	Qualifications.	Office.	Whole or Part Time.	Other Offices
Madge, F. T. . .	M.D., Ch.B., M.R.C.S., L.R.C.P., D.P.H.	Medical Officer of Health	Part	M.O.H. Combined County Districts of Westmorland
Rigg, W. B. G. . .	F.R.S.H., F.A.P.H.I., Cert. S.I.B.	Chief Public Health Inspector	Whole	—
Major, J. H. . .	M.A.P.H.I., Cert. S.I.B.	Additional Public Health Inspector	Whole	—
Davidson, R. C.	Cert. S.I.B.	Additional Public Health Inspector to 1.9.66.	Whole	—
Eddleston, R. . .	M.A.P.H.I. Cert. S.I.B.	Additional Public Health Inspector	Whole	—
Askew, J.	—	Clerk	Whole	—
Machell, B. M. . .	—	Clerk to Medical Officer of Health	Part	Clerk to M.O.H. Combined County Districts of Westmorland

Staff Changes.

Mr. R. C. Davidson left on 1st September, 1966, and the vacancy had not been filled by the year end.

VITAL STATISTICS.

The following extracts are made from information supplied by the Registrar-General, with figures for last year for comparison.

Area of the District in acres 3,705

	1965	1966
Estimated civilian population (mid year) ..	18,800	18,920
Live Births. Legitimate— males	155	147
females	152	143
Illegitimate— males	10	10
females	8	16
Total	325	316
Crude Rate per 1,000 population	17.3	16.7
Corrected Rate per 1,000 population	18.5	17.9
Birth Rate for England and Wales	18.1	17.7
Illegitimate Birth Rate per 1,000 live births.	55.4	82.3
Still Births. Legitimate— males	2	3
females	2	3
Illegitimate— males	—	1
females	—	—
Total	4	7
Total (live and still) births ..	329	323
Rate per 1,000 total (live and still) births	12.2	21.7
Rate for England and Wales ..	15.7	15.4
Deaths. males	135	128
females	122	124
Total	257	252
Crude Rate per 1,000 population ..	13.7	13.3
Corrected Rate per 1,000 population	12.3	12.0
Rate for England and Wales ..	11.5	11.7

	1965	1966
Infantile Deaths (under 1 year)		
Total deaths under 1 year.. ..	7	8
Rate per 1,000 live births	21.5	25.3
Rate for England and Wales	19.0	19.0
Legitimate	5	7
Rate per 1,000 legitimate live births	16.3	24.1
Illegitimate	2	2
Rate per 1,000 illegitimate live births	111	124
Neonatal Deaths (under 4 weeks)		
Total neonatal deaths	2	7
Rate per 1,000 live births	6.2	22.2
Rate for England and Wales	13.0	12.9
Early Neonatal Deaths (under 1 week)		
Total early neonatal deaths	2	7
Rate per 1,000 live births	6.2	22.2
Rate for England and Wales	11.3	11.1
Perinatal Mortality		
Stillbirths and deaths under 1 week.. .. .	6	14
Rate per 1,000 total (live and still) births	18.2	43.3
Rate for England and Wales	26.9	26.3
Maternal Mortality		
Total Deaths	—	—
Rate per 1,000 total (live and still) births	—	—
Rate for England and Wales	0.25	0.26

Deaths from certain causes:—	1965.	1966.
Cancer	50	40
Measles	1	Nil
Whooping Cough	Nil	Nil

The main causes of death were:—		
Heart Disease ... ..	...	88
Cancer ... ..	...	40
Vascular lesions of nervous system ... ..	...	40

COMMENTARY ON THE VITAL STATISTICS.

The population at the 1961 Census numbered 18,599 persons, comprising 8,603 males and 9,996 females, a net increase of only 58 persons during the ten years since the previous Census. The previous rate of vigorous growth in Kendal Borough has slowed down during the past ten years to a virtual standstill.

Yet in those same ten years between 1951 and 1961 there were 201 more births than deaths amongst our Kendal residents. So it means that a net total of 143 people emigrated out of the town to live elsewhere.

Kendal has also a higher proportion of elderly people than the national average. In England and Wales the percentage of the population over 65 years of age was 11.9%, whereas it was 14.2% in Kendal.

In more practical terms, out of our population of 18,599 we had 2,636 people over 65 years of age. 1,711 of them were women, and only 925 were men. Most of them were widowed or single.

Those figures mean that the younger age groups will have to keep awake to provide the community support which elderly people need to make their survival achievements worthwhile.

Death Rate.

The death rate was above the average for the rest of England and Wales, even after correction for the effect of our elderly population. Our perinatal mortality rate in recent years is too high for any complacency about it.

Birth Rate.

The birth rate was around the national level and is decreasing slightly.

PREVALENCE AND CONTROL OF INFECTIOUS AND OTHER DISEASES.

The general incidence of illness can be assessed by the weekly number of new claims for sickness benefit at our local National Insurance offices. A logarithmic graph of those figures shows a regular seasonal pattern over the years, and any variations are usually worth investigating. The general level is some measure of the local community health.

It is pleasing to record that the notification of infectious diseases has been much improved in recent years, and I am very grateful to my colleagues in general practice for their prompt help in this respect. I look upon the control of notifiable diseases as one of the most important duties of our department.

We started the current year with the trailing end of a measles epidemic which had started during the preceding September, but it died out when the spring came: for the rest of the year we kept fairly free. Half a dozen scarlet fever cases cropped up in the early months. All these were quite mild, and there were no deaths from notifiable diseases.

The single case of paratyphoid B was really a chronic carrier, who was located as an incidental sideline on our main search through the sewers for typhoid. The patient was treated at home.

The two notifications of typhoid were likewise only chronic carriers of the germ, and had not been ill. Both were located after a long hunt up the sewers, were treated at home with the new antibiotics, and cured of their dangerous carrier state. We know that there are still two more to find, and the search goes on.

NOTIFIABLE DISEASES TABLE.

DISEASE	Total	Ages											Admitted to Hospital	Deaths
		-1	1-	2-	3-	4-	5-	10-	15-	20-	35-	45-			65-
Measles	121	6	16	25	15	18	39	2	-	-	-	-	-	-
Whooping Cough ..	12	1	4	1	1	1	4	-	-	-	-	-	-	-
Scarlet Fever	6	-	-	1	1	-	3	1	-	-	-	-	-	-
Typhoid Fever ..	2	-	-	-	-	-	-	-	-	-	-	2	-	-
Paratyphoid B ..	1	-	-	-	-	-	-	-	-	-	-	1	-	-
TOTAL	142	7	20	27	17	19	46	3	-	-	-	3	-	-

TUBERCULOSIS.

Tuberculosis is still an-important communicable disease. Its prevention is primarily dependent upon social and economic factors in the general community, and secondarily upon the management of the established case. Your Council's functions are three-fold; to investigate the source of infection, to prevent the spread of infection, and to remove conditions favourable to infection.

One of the most effective ways of finding the sources of infection is mass radiography. I should like to see many more of our local population take advantage of this valuable service. It not only detects pulmonary tuberculosis at the most favourable time for a cure, but it also provides an early warning against many other chest conditions, lung cancer, and certain heart diseases.

The Manchester Regional Hospital Board now aim to send a Mass Radiography Unit for a short visit every year to each of the main centres of population in their area. I am particularly happy that Kendal has been selected as one of the places for an annual visit.

It aims to offer a special programme for each of the town's main industries every three years. Consequently each annual visit will make special cover of one-third of the industries, as well as being available for some general public sessions, and some special consultant sessions.

People who have been X-rayed are notified by post if the results are satisfactory. But if any abnormalities are found the patient's own family doctor is informed so that he can best explain the findings and arrange any treatment that may be needed.

The 1966 visit came in June, when 3,437 people had a chest X-ray. They were almost equally divided between industrial employees and the general public. One case of pulmonary tuberculosis, one case of lung cancer, one sarcoid, and thirteen heart abnormalities were discovered. A very worthwhile visit.

Preventing the spread of infection is helped by prompt treatment and supervision. Waiting-time is nowadays very short for admission to hospital, and modern drugs achieve most promising results for returning the patient to a useful working life.

TUBERCULOSIS TABLE.

Age Periods	NEW CASES				DEATHS			
	Respira- tory		Non-res- piratory		Respira- tory		Non-res- piratory	
	M	F	M	F	M	F	M	F
0 ..	—	—	—	—	—	—	—	—
1 ..	—	—	—	—	—	—	—	—
5 ..	—	—	—	—	—	—	—	—
15 ..	—	—	—	—	—	—	—	—
25 ..	—	I	—	—	—	—	—	—
35 ..	—	I	—	—	—	—	—	—
45 ..	—	—	—	I	—	—	—	—
55 ..	I	—	—	—	—	—	—	—
65 ..	—	I	—	—	I	—	—	—
Total ..	I	3	—	I	I	—	—	—

The number of tuberculous patients on the register at the year end were:—

		1965.	1966.
Respiratory	...	55	58
Non-Respiratory	...	7	8
		—	—
		62	66
		—	—

The Hospital Services.

The Borough lies in the area of the Manchester Regional Hospital Board, and most of the general needs of our local people have historically been met by the Westmorland County Hospital in Kendal. Some of the more specialised services have always had to be referred to distant centres. That has always been understood and accepted by our local community.

But in recent years there have been signs that our local folk may be forced to rely more and more on Lancaster, and less on Kendal. Some people think that Westmorland risks being left rather ill-served if the hospital services concentrate themselves on distant Lancaster and Carlisle. There is a lot of territory in between, and public transport communications are not at all easy for out-patients and visiting relatives to get to those hospitals and home again the same day.

With the publication of the Government's Hospital Plan and the consequent press comment and political pressures, the Regional Hospital Boards became noticeably much more sensitive to public opinion. There are a lot of local questions to be settled: some have been answered for the time being: some are being argued out now: some will have to be soon.

Just before the end of 1966 I was asked, by my four Councils concerned, to prepare a comprehensive report on the hospital services in the southern half of Westmorland. This will be published as a Special Report early in 1967.

Hospital and Ambulance Arrangements for Infectious Diseases.

Hospital accommodation for infectious diseases is provided by the Manchester Regional Hospital Board at Beaumont Hospital, Lancaster. Smallpox cases will be admitted to the Ainsworth Smallpox Hospital, near Bury.

Ambulance transport for cases of infectious disease is provided by the Westmorland County Council and is based in Kendal.

HOUSING.

Under the Housing Acts your Council has a duty to consider the general housing conditions in your district, to ascertain whether any are unfit for human habitation, and to assess the need for further houses. You have powers to deal with unfit houses, powers to provide new houses for all classes, and various powers and duties in the management of your Council's housing estates. Good housing conditions are an integral part of public health.

The Pattern of Living.

At the time of the 1961 Census there were 18,541 people living in Kendal. 17,923 of them were organised into a settled pattern of 6,252 private households, and the other 618 individuals were more fancy free.

A lot of houses in Kendal are occupied by only one or two persons. The 1961 Census revealed that 901 houses contained only one occupier, and that another 1,957 houses had only two people living in them. Thus over one-third of the houses in the town would seem to be under-occupied for their size.

The Pattern of Housing.

I reckon that about a third of Kendal's houses are under 20 years old, having been built since the 1939-45 war, and therefore well equipped with modern amenities. 1,134 were built by Kendal Corporation, mainly on the Hallgarth and Sandylands estates, and about another 737 were provided by private enterprise on various sites scattered throughout the town and its fringes.

The middle third of Kendal's houses are between 30 and 50 years old. They include the Kendal Corporation Estates at Castle Grove, Rinkfield and Kirkbarrow, and sundry smaller sites, as well as quite a lot of houses put up by modern enterprise. The older components of this group lack modern amenities to varying minor extent, due to the lower standards of these times and the price limitations. Most of this group seem well worth improving. The more recent pre-war houses were built to better standards and do not yet present much problem.

Most of the remaining third of Kendal's houses were built before the First World War and many back through the Edwardian and late Victorian eras to a hundred years ago. Many of these lack the full range of modern amenities, are awkward in design, and are showing increasing signs of perishing fabric. Some of them in the 80 to 100 years bracket are getting to the stage when they will not be worth

saving. They will constitute the clearance problems of the next twenty-five years ahead from now.

A small number now remaining of Kendal houses were built more than 100 years ago. They are mostly in very poor structural condition, badly arranged in yards and jumbled corners, lacking in modern amenities, and many of them already condemned. Some may be preserved for architectural or historical interest, some may be saved by opening up the surrounding area, many are being converted to non-habitation uses, many are awaiting demolition. Picturesque though they may look, there is not much hope for century-old substandard hovels of a bygone way of life. Certainly not to expect people to go on living in them.

But the pattern of Kendal's housing can no longer be looked for only within the Borough boundary. The neighbouring areas of South Westmorland and Windermere are considerably used as dormitories for Kendal. This overspill must be taken into account for the proper understanding of Kendal's place in the economy of the southern half of Westmorland.

The General Picture of Slum Clearance.

Westmorland as a whole has made very encouraging progress in post-war slum clearance despite all the difficulties of the times. Since the campaign was resumed in 1948 well over 1,250 houses in the County have been dealt with by formal action under the Housing Acts. Most of these will eventually be demolished or converted to trade use, but some of them have been reprieved by their owners undertaking to spend considerable money for comprehensive reconditioning up to modern standards.

In addition to those formal actions there have been a very creditable number of informal schemes either with the aid of improvement grants or entirely by private enterprise. The aim is to save a house whenever possible, but if it cannot be brought up to an acceptable standard of safety, decency and amenity, the sooner it is swept away the better.

Slum Clearance Progress.

Our 1946-1965 twenty years' programme went well for dealing with the target figure of 550 unfit houses. An improvised balance sheet of its progress is printed on an adjacent page. Beyond those figures, 8 further cases are pending as a result of continued slum clearance actions started during 1966.

KENDAL BOROUGH.

Slum Clearance Balance Sheet — Position at 31st December, 1966.

Postwar Slum Clearance Programme Composition		Slum Clearance Progress	
Unoccupied houses still undemolished from prewar slum clearance actions	6	Action completed by demolition or conversion to other approved use	501
Occupied houses not yet vacated from prewar slum clearance actions	65	Vacant and awaiting demolition	24
Special case of Abbot Hall Square	12	Waiting rehousing from occupied condemned houses	25
Slum clearance actions started between the end of war 1945 and 31st December, 1954	117		
The Statutory 1956-65 Ten Year Programme actually commenced on 1st January, 1955	300		
The extra deteriorations added to the Statutory 1956-65 Programme per Circular 2/60	50		
	550		550

For the Record — 1966.

For the purpose of departmental record and returns, I have to set out the details of certain slum clearance actions taken during the current year:—

Closing Orders.

Housing Act, 1957. Section 18.

Seven closing orders were made during the year. Including the carry over from earlier years, the total number of houses with closing orders and still occupied at 31st December was three.

Many of these properties can usefully be converted for non-habitation use, and we need to keep a watch that the vacant ones do not become derelict.

Undertakings not to use for Human Habitation.

Housing Act, 1957. Section 16.

No undertakings were accepted during the year. The total number of occupied houses subject to such undertakings at the year end was seven waiting for the tenants to be rehoused. Again there are useful conversion possibilities for these houses, and the same risks of becoming derelict.

Undertakings to execute remedial works.

Housing Act, 1957. Sections 16 and 18.

No offer was made for reconditioning of an unfit house under these sections of the Act. At the year end no such undertakings remained unsatisfied.

Demolition Orders.

Housing Act, 1957. Section 16.

No demolition orders were made during the year. 2 houses subject to such orders were still occupied, and 2 were pulled down.

Clearance Areas.

Housing Act, 1957. Section 42.

Your Council have made good progress since the 1939-45 war with clearance areas in the more central parts of the town. Some have been completed, some are in the throes of physical clearance, and some are going through the statutory procedure.

During 1965 the Peppercorn Lane Clearance Area was completed, but the site has been left in a sorry state.

Another small clearance area in Gulfs Road has become a forgotten little pocket of derelict Corporation-owned property, with only one occupier still lingering in the block.

The North-East Highgate Clearance Area was made subject to a compulsory purchase order in 1962. There are 18 houses and some other premises in it. By the end of 1966 there were still 8 of these houses occupied, and 10 remained vacant.

The best news comes from the South-East Highgate Clearance Area. This was the largest zone of central decay in the town, and a compulsory purchase order was confirmed in 1960. At that time there were 89 houses and a lot of other dilapidated buildings, all crowded together in narrow sunless yards. When the site has been cleared, it will be redeveloped by Kendal Corporation for new houses and an attractive layout of roads, car parks, and open spaces. The designs have been prepared by a famous architect, and will restore a new life beat into the heart of Kendal.

Excellent progress continued throughout 1966. By the end of the year South-East Highgate had only 3 occupied houses left out of the original 89. Another 13 were vacant, awaiting the opportunity for demolition, and 73 houses, plus a lot of derelict buildings had been pulled down. With any luck we should rehouse the remaining occupiers within the coming year. Already the contractors' material is being stock piled on the site and redevelopment is commencing apace.

The next scheme in the pipeline was the Appleby Road Clearance Area, which received Ministerial confirmation of a clearance order during 1965. Four out of the ten houses in the area were still occupied at the year end, and the other three were in a poor state, part of the front having fallen out of one of them. I hope that the occupiers of this terrace can soon be rehoused, and that this northern approach to Kendal can be tidied up.

Following close behind in the slum clearance 20 years' programme was a further small area between Allhallows Lane and Low Fellside. This had been delayed on and off since the late nineteen-fifties, so it was not until May 1965 that it was officially represented. Your Council resolved to deal with it under a compulsory purchase order. Various changes took place voluntarily in the meantime, and the picture had altered by the time the Minister held a public inquiry in November 1966, so that some modifications to the compulsory purchase order must be expected.

I do not see the likelihood of more clearance areas of any considerable size in Kendal during the next five years. Our efforts will

probably be directed towards the pruning out of little pockets of slum property.

The General Need for New Houses.

From a public health standpoint I naturally regard the building of more new houses as the only practicable way of keeping pace with the further deteriorations which must inevitably occur.

I also consider that the general public health of the town will be put to less risk when you can clear away all the dirty derelict empty cottages, dangerous loose masonry and tottering structures, the great piles of rubble, and all the rubbish and refuse which accumulates in the very centre of the town. Kendal would look a lot prettier, too.

But public health considerations go a lot deeper than the grosser manifestations of your housing shortage. It is easy to join the popular clamour for building new houses, but I do hope that Kendal will remain clearheaded about the reasons why houses are wanted. I have dealt very fully with the slum clearance need, so I shall go on with the other reasons which also have made an impact on the public health.

There are the families who have not a separate house of their own, and who have to share with others. These people have constituted the bulk of the applicants on your official housing waiting lists since the 1939-45 war. They have been awarded the bulk of the tenancy allocations for your Corporation estates.

Then there are the people who are now living in quite good houses of their own, or even in Corporation houses, who would like to change it for something different. But even after all these internal reshuffling problems have been worked out, there are still a lot of other people whose housing applications must be assessed in any long-term appreciation of Kendal's needs.

The first group to consider are the people who work in Kendal and commute daily from the dormitory areas of South Westmorland Rural District, Windermere, Lakes and Sedbergh. Between 1,500 and 2,000 of them travel daily, and most of them have other members of their families at home, so when you come to decide whether you want to coax the commuter class back into the town you will have to take a lot of factors into consideration. You will ponder on the 1961 Census having revealed that your rate of growth has slowed down almost to a standstill during the past ten years for its population, that people have been emigrating nearly as fast as the births in the town. You will remind yourselves that the M6 Motorway will siphon off most of the Scottish passing-trade within a few years from

now: that the Lakes traffic already diverts part of its trade at Levens Bridge, and that the remainder will be by-passed, too.

The next class to consider are the people who wish to live in Kendal for the joy of it, or who wish to use it as a base to work elsewhere. You may think that they have no great economic attraction for you. But if they come, they will need houses. Probably private enterprise will meet their needs.

But there is a final class which may turn out to be one of the most important in your long-term plans, the future labour force for this area: not only for your existing industries, but also if you cherish any hopes for expansion. I regard the economic prosperity of Kendal as one of the most significant factors in maintaining the public health.

But I cannot stray too far down the byways of Kendal's social scene, except to illustrate my very sincere belief that one cannot divorce public health from the ways in which our own folk keep a roof over their heads and bread and butter in their mouths.

The Special Needs for Old People.

When we were pressing the Regional Hospital Board to establish a goodly number of geriatric hospital beds in Kendal, we were reminded of our corresponding responsibility to provide sufficient and suitable houses for our own folk to go home to when they come out of hospital. They have a right to come back into the community. The hospital should have a two-way door.

I believe that there is justice in this argument. As a doctor, I endorse the idea that a hospital should be a place to go to for treatment, to be made well again, not simply a dumping ground for old folk who can no longer cope with the day-to-day difficulties of struggling along in substandard or unsuitable houses.

Both Kendal Corporation and voluntary organisations in the town have done a lot of good work in providing special houses for the elderly, but a lot more needs doing to keep pace with the increasing proportion of old people in the community.

I suggest that purpose-designed bungalows and ground-floor flats are still much needed, with low fittings, handrails, lever door-handles, easy gradient steps, and suchlike special fittings.

Although it is desirable to find sites in the level and more accessible parts of the town, I believe that the internal design of the home is even more important. That is where the elderly citizens will spend most of their time. That is where we have the duty of helping them to make the best of life, and to overcome the increasing physical limitations of growing old.

I believe furthermore that the time has come for Kendal Borough to provide some groups of semi-dependency type houses for old people, with a resident welfare warden available in case of need. The degree of provision of communal facilities for laundries or guest rooms would be a matter of detail for decision in design. I am more concerned with the principle. It would relieve the burden on geriatric hospital beds, and upon the Welfare Hostels, besides conferring the gesture of at least semi-independence to the elderly citizens of Kendal. It would recognise their dignity. I urge you to think on such lines.

This Year's New Houses.

During the current year no new houses were built by the Corporation and 146 by private enterprise. This total of 146 completions was better than previous years. Alteration or conversions of existing buildings also produced a further six dwellings.

Housing Management.

The Corporation own 2,278 houses, which require increasing attention. Many visits were made by the Public Health Department during the year in connection with the public health aspects of housing management on the municipal estates. The rents of your houses range between 11/- and £1. 12s. 3d., exclusive of rates. The rateable values vary between £21 and £78.

Your Council offer a rent rebate scheme for cases of genuine financial hardship, and, of course, many tenants receive extra help from the National Assistance Board. There is now no reason why any person should be denied decent accommodation because of lack of money. Such is the Welfare State.

Housing Nuisances.

49 visits were made to investigate complaints in houses, leading to the service of 44 informal notices, and 8 statutory notices, for their remedy. In no case was it necessary to obtain a Court Order.

Dangerous Buildings.

The operation of these provisions lies with the Borough Engineer, as far as the formal procedures of the Act are applied, but the Health Department often has a coincidental interest in some of these premises.

There are a lot of dilapidated buildings and walls which seem either to present physical dangers or to be a deplorable spectacle. Most of them are within half a mile of the Town Hall.

The co-operation of all departments is needed to bring the necessary pressure to bear on people to do the right thing with their decrepit property, but standards are sadly low in Kendal.

Caravans and Camping.

Normally caravans cause little trouble, because most of them simply pass through the town on their way to other parts of the countryside. But to cater for overnight halt of touring visitors, there is a small site at Millcrest on the A6 Shap Road for five caravans.

One permanent residential site for 15 caravans is operated at Oxenholme. It really only reflects the housing shortage. There are now no individual caravan licensed sites in the Borough: the last was abandoned during 1966. There are no tented camping sites.

WATER SUPPLIES.

Kendal now has an abundant water supply because there is a connection to the Manchester Corporation aqueduct to augment the limited local overground and underground sources.

The overground sources are upland surface from rather restricted catchment areas on the Silurian rocks to the east of the town, where the yield is usually insufficient to keep the storage reservoirs full at Fisher Tarn and Birds Park.

The underground source has been used with increasing frequency to pump water up to the Birds Park reservoir, and also to provide a direct supply to certain industrial premises. This underground source is a shallow well sunk about 10 feet into the subsoil and alluvial gravel alongside the River Kent.

Since 1962 the public water supply has been administered by the Lakes and Lune Water Board on which your Council has representation. I record my appreciation of the help and liaison maintained by the officers of the Board. Your Council continues to have a parallel responsibility to check that the quality of the public water supplies is maintained safely for preserving the public health. Periodical tests are made on samples of water from consumers' taps within the Borough, and some results are set out in Appendix A at the end of this report.

The quality of the treated water is usually excellent. The upland gathering-ground carry a minimal risk of human excretal pollution: the storage time in the reservoirs favours natural purification: the subsequent distribution system includes chemical sterilization with chlorine.

The quality of the raw water from the very shallow well at Mints Feet is at much greater risk from foul drainage contamination on the built-up presumptive gathering-ground, and from the sewage-carrying river nearby. Consequently it has to be clearly recognized and accepted as a potentially dangerous supply, and treated as such with all the safeguarding measures available.

Although there may be some filtration effect within the gathering-ground, the first real line of controlled defence is constituted by a chlorination procedure at Mints Feet. A liquid solution of chlorine is fed by a pipe into the shallow well alongside the pump intake. But a varying organic load in the raw water can cause a variation in the chlorine demand, and the fixed rate of dosage creates a special problem of keeping within the safety tolerance margin for sterilization.

Any possible risk of failure to sterilize efficiently at Mints Feet does not matter for that part of the water which is pumped up to Birds Park storage reservoir, diluted, settled, and again passed through another chlorinator before distribution to the consumers. I reckon that what it may fail to get on the way up is more than fettled on the way down.

But the direct supply of water from Mints Feet shallow well to nearby consumers is much more critical. The contact time in the mains for chlorine to effect its purification is cut down. It is a single line of defence which has been breached on occasions.

Although none of my predecessors in office nor I have ever felt entirely happy about the safety of the shallow well at Mints Feet, we have been most grateful for the skill and care expended on it by the succession of Water Engineers in charge: but we always have to bear in mind that typhoid fever has been smouldering in Kendal for many decades, and is still with us.

Moreover, the presumptive gathering-ground in the locality of this very shallow well has changed for the worse during the past decade. Instead of pasture fields on the gravel subsoil around Mints Feet, we now have the newly developed Industrial Estate, and plans for many new houses. And I doubt if the nearby River Kent is getting any cleaner as the years go by. I should like to see our lines of defence against waterborne disease increasingly strengthened and maintained at a very high level.

In the meantime, on top of the routine quality tests carried out by the Water Board on the sterilization of this shallow well water, we have enlisted the laboratory help of a nearby industrial firm to make weekly and special checks on the quality of such water which is pumped there direct from Mints Feet. Even so, I must maintain a most critical attitude about its safety.

The Lakes and Lune Water Board imposes a rigorous routine medical check of all waterworks employees, and special care is taken to sterilize the mains after repairs or replacements. And to maintain a safe level of residual chlorine in the water when it reaches the consumer's taps.

I remain most appreciative of these helpful measures adopted by the Lakes and Lune Water Board to safeguard the public health.

Turning to other aspects of the public water supply which I am required to review in this report, the water is not treated with fluoride and the natural fluorine content is very low, so is its natural and fall-out radio-active content. A dozen or so houses on the outskirts of the town are served by wells and surface water private

installations, but I have no official knowledge of their yield or quality.

Baths and Hot-Water Systems.

The 1961 Census revealed that 859 houses in the Borough were without a fixed bath: that was 14% of all our houses.

582 houses had no hot-water tap. There is obviously much need for improvement.

SEWERAGE.

Water Carriage.

Almost all the houses in Kendal have water-closets, either inside them or nearby. The last four ancient trough-closets were abolished during 1966.

Public Conveniences.

Public conveniences fairly well serve the centre of the town. Proper supervision of conveniences is difficult and they have suffered much wanton damage by hooligans.

Your Council have been considering the provision of further public conveniences in various other parts of the town, and plans have been prepared.

Sewerage System.

Most of the Borough is served by the public sewers, but about 143 houses remain dependent upon cesspools. Some of the sewers are overloaded and require enlargement.

Improvements are planned for enlarging and extending some of the sewers, but this work has to await the completion of enlarging the sewage disposal works.

Sewage Disposal.

A major reconstruction of the sewage disposal works at Wattsfield was in progress throughout the year.

On account of the frequency of finding paratyphoid and typhoid organisms in the public sewer, all the Corporation sewer workers were advised to get themselves immunised with T.A.B. vaccine.

PUBLIC CLEANSING.

Refuse Collection.

With very few exceptions in the remote parts of the Borough there is a weekly removal of refuse. Trade refuse is collected separately at an agreed scale of charges. I wish that everyone would use the service. Too many economizers collect their own little hoards of junk which lie rotting in the Borough, or they slink over the boundary in the dark and dump the stuff in all sorts of odd places around the Rural District.

Refuse Disposal.

Controlled tipping is carried out in an exemplary manner at an old quarry on the Fell Estate. Both the collection and disposal services are administered by the Borough Engineer.

Street Cleansing.

The main streets are maintained by the staff of the Borough Engineer. The open-air markets cause considerable work but the general appearance of the roads is good. Quite another picture is seen in many of the yards lying behind the main frontage, to which the annual reports of my predecessors for the past ninety years have drawn attention. Kendal is a notorious place for setting up unauthorised refuse dumps in odd holes and corners all over the centre of the town. Any plot of vacant ground seems fair game for dumping trade refuse, dirty mattresses, rags, old ironwork and such like. All our departments keep a running battle with these strange bequests. I can see no remedy until Kendal takes its redevelopment opportunities more seriously.

FOOD HYGIENE.

General Powers.

Your Council bear most of the statutory responsibility for safeguarding the public from foodborne diseases. The main aim is directed towards securing proper and hygienic conditions for the manufacture, preparation and sale of food. The secondary aim is to trace and localise any outbreaks of disease which may occur in spite of preventive measures.

Precautions against Contamination.

Food hygiene is steadily improving throughout your area. Public opinion is well ahead of the law and most of the traders are aware of the fact. The good food trader does not need official instruction in basic cleanliness or the enforcement of legal minimum standards. He may welcome advice on technical problems, but his aim is how high he can get, not how low he can get away with.

The responsibility for safe food does not rest entirely with the trader as the housewife must play her part as well. Quite a lot of strange things happen to food between the shop counter and the dinner plate, and the educational campaign has had to be carried into the home. Foodborne diseases, mild dysenteries and attacks of diarrhoea and vomiting are not infrequent in our homes and among our visitors. I am confident that high standards will reduce these preventable diseases.

Food Trade Categories.

The Minister requires me to furnish certain details about the categories of food trade carried on during the year. They are set out in the adjacent table.

Regulation 16 relates to the requirement for providing wash-hand basins, and Regulation 19 relates to the requirements for providing facilities for washing food and equipment used in food businesses.

Category of Premises	Number	Number fitted to comply with Reg. 16	Number to which Reg. 19 Applies	Number fitted to Comply with Reg. 19
Bakehouses	17	17	17	17
Licenced Hotels and Inns ..	32	32	23	23
Private Hotels	24	24	24	24
Off Licences	7	7	—	—
Industrial Canteens	14	14	14	14
Clubs	9	9	8	9
Restaurants, Cafes, Snack Bars ..	29	29	29	29
Fish and Chip Shops	6	6	6	6
Grocers	54	54	54	54
Fishmongers, Greengrocers ..	14	14	8	8
Butchers	20	20	20	20
Wholesale Depots	8	8	5	5
Manufacturers Bottlers Etc. ..	10	10	10	10
Others (Sweets Etc.)	25	(Figures Not Available)		

Ice-Cream.

Manufacture by hot mix, cold mix, storage and sale ...	2
Manufacture by cold mix, storage and sale	2
Storage and sale only	103

During the year 29 visits of inspection were made to ice-cream premises. On the whole the position is reasonably satisfactory.

Prepared Meats.

The number of premises on the register under Section 16 of the Food and Drugs Act, 1955, used for the preparation of sausages, potted meat, preserved meat, pressed meat and pickled foods, was 53 at the year end. No particular difficulties have been encountered in these trades.

Liquid Eggs.

The Liquid Egg (Pasteurisation) Regulations, 1963.

There are no egg pasteurisation plants in the Borough.

Poultry Processing.

There are no poultry processing premises in the Borough.

Milk Registrations.

At the year end there were 47 registered distributors of milk, and 4 registered dairies which were not dairy farms. No particular difficulties were met and milk-round vehicles were generally maintained in good condition.

Pathogenic Organisms in Milk.

Biological and other test results on 99 samples taken by various Authorities, from sources in our area, continued to be passed to me. I have had no cause during the current year to serve any notices under the Milk and Dairies Regulations to restrict the sale of milk or the activities of milk-handlers.

Special attention was directed towards the organisms of *brucella abortus* in the above samples. None were found.

Licensed Slaughterhouses.

The only slaughterhouse is the Corporation's public abattoir at Sandylands which also serves various neighbouring areas. The local authorities concerned share the operating cost. Almost the whole time of one public health inspector is spent on meat inspection.

Unfit meat is removed direct to manufacturers for sterilisation and processing into animal and poultry foods. We have a satisfactory local arrangement to check it: The condemned meat is stained with an indelible dye. A warning is necessary in the handling of such foods; care must be taken to keep all utensils and preparation benches separate from human food, and careful washing of hands after handling pets' food is advised to prevent contamination from infected meats.

A change in circumstances at the Kendal public abattoir was foreshadowed at the year end. At that time Kendal Corporation exercised four distinct functions there: as owners of the land and buildings: as managers in part occupation, with a resident superintendent: as meat inspectors: as the enforcement Authority under the hygiene and prevention of cruelty regulations. The remaining part occupation

was exercised by a by-products trading concern. Slaughtering was undertaken by a local butchers' association.

The foreshadowed change envisages a large firm of wholesale meat traders acquiring the exclusive rights to use and manage the abattoir, albeit continuing to provide a public slaughterhouse service for individual local butchers, and a service to cope with casualty animals brought in.

Kendal Corporation would then remain the owners and landlords of both the part used by the incoming firm, and the part already occupied by the separate by-products firm. And, of course, Kendal Corporation would continue to be the enforcement Authority for hygiene and prevention of cruelty regulations, and to carry out meat inspection.

There will need to be various other consequential changes at the abattoir, and we shall have to undertake certain works of repair and improvement somewhat ahead of schedule in our normal estate management programme: but as the Ministry of Agriculture, Fisheries and Food is tightening up very drastically on enforcement of the regulations, it seems likely that we should have had to do the work ahead of schedule anyway.

Due to our departmental staff shortage, we had to engage the meat inspection services of a Veterinary Officer of the Ministry of Agriculture, Fisheries and Food, for 12 days in December 1966. Up to then it had been done by the Public Health Inspectors.

Licensing of Slaughtermen.

17 licences were issued during the year. 5 were to regular slaughtermen and 12 to butchers who might wish to kill occasionally.

Knackers' Yards.

There are none.

Condemnation of Other Food.

401 tins and 1,328 packets of various foods, and 120 lbs of meat, were condemned in shops and warehouses. 82 visits were made for this purpose.

Method of Disposal of Condemned Food.

The Minister of Health requires me to describe the current methods for the disposal of condemned food. In this District it is by burial at the Corporation's tip.

Condemnation of Meat at the Abattoir

Food and Drugs Act, 1955.

The following is a summary of the carcasses inspected and condemned in whole or in part:—

	Cattle including Cows	Cows	Calves	Sheep and Lambs	Pigs
Number killed (if known)	3179	234	68	14,894	5869
Number inspected ..	3179	234	68	14,894	5869
<i>All diseases except Tuberculosis and Cysticerci:</i>					
Whole carcasses condemned	5	20	11	49	22
Carcasses of which some part or organ was condemned	99 (1)	46 (1)	6	984 (2)	910 (3)
Percentage of number inspected affected with disease other than tuberculosis and cysticerci	3.27	28.21	25	6.94	15.89
<i>Tuberculosis only:</i>					
Whole carcasses condemned	1	1	—	—	—
Carcasses of which some part or organ was condemned	1	10	3	—	46
Percentage of number inspected affected with tuberculosis ..	0.06	4.7	4.41	—	.76
<i>Cysticercosis:</i>					
Carcasses of which some part or organ was condemned	6	—	—	—	—
Carcasses submitted to treatment by refrigeration	6	—	—	—	—
Generalised and totally condemned	—	—	—	—	—

Notes (1) The following are not included: 766 livers and 819 part livers, condemned for parasites, etc., also 383 intestines condemned for enteritis.

(2) Not included in these are 2,156 livers infested with parasites.

(3) Not included are 270 livers infested with parasites.

GENERAL INSPECTIONS.

Establishment.

The establishment of the department was one Chief Public Health Inspector, three Additional Inspectors and one Clerk. The strength of the department was maintained for the first nine months of the year.

The Chief Inspector has, of necessity, considerable administrative duties in the running of his department, the preparation of material and attendance at your Committees, and his availability for outside duties was restricted. This is the usual position in most authorities.

The second inspector not only acts as Deputy but he is the key man in all the important field investigations. With so much typhoid and paratyphoid infection smouldering around the town, it is vital to maintain an experienced senior inspector actually in the field. It has been mainly due to his efforts that we traced two more typhoid carriers during the year, and are hot on the trail of another two.

The other two inspectors share the meat inspection duties at the abattoir and cover most of the general work of the department. The Clerk is allocated to spend half his time on Cemeteries administration and the rest on the other duties of the Health Department.

We are now able to maintain a better balance between operations and administration, and deploy our skilled resources to the best advantage. I place on record my appreciation of the valuable services of all our public health inspectors and ancillary staff.

Offensive Trades.

The carrying out of the following offensive trades in the Borough has not given rise to any undue nuisance.

Fellmonger	...	...	...	1
Carcase Boilers	...	...	...	2
Tallow Melter	...	...	...	1
Gut Scraper	...	...	...	1
Rag and Bone Dealers	...	...	...	2

Factories.

The register of factories has been completely revised and cross-checked with the records maintained by H.M. Inspector of Factories at Carlisle.

There were 149 factories on our register. 65 inspections were made by our staff. No notices were served.

No references were made to H.M. Inspector and none were received from her. No prosecutions were required.

Six outworkers were notified to your Council by factory owners. All were in the clothing trade.

There are no recognised basement bakehouses in the Borough.

H.M. Inspector of Factories has been sent details of your Borough's administration of the relevant sections of Parts I and VIII of the Factories Act, 1961.

Factory Inspections.

Premises.	Number of Premises.	Number of		
		Inspections.	Written Notices.	Occupiers prosecuted.
Factories in which Sections 1, 2, 3, 4 and 6 are to be enforced by Local Authorities ..	7	3	—	—
Factories not included in (1), in which Section 7 is enforced by Local Authority	130	59	—	—
Other premises in which Section 7 is enforced by the Local Authority (excluding outworkers' premises)	12	3	—	—
Total	149	65	—	—

No defects were found.

Offices and Shops.

Offices, Shops and Railway Premises Act, 1963.

This legislation came into force during 1964. It makes provision for the safety, health and welfare of people employed in these premises. 127 visits were made during the year.

Type of Premises	Registered at year end	Inspected during year	Persons Employed
Offices	121	8	1418
Retail Shops	179	15	897
Wholesale shops and warehouses ..	28	2	157
Catering establishments open to the public, canteens	26	3	229
Fuel storage depots	1	0	11
Totals	355	28	2712

19 written notices and 25 verbal notices were served for contraventions discovered. There is a lot of work still to be done, and after the intensive initial programme of 478 inspection visits made in 1965, and 108 written notices issued then, we were forced by typhoid investigations and staff shortages to curtail this side of our work during 1966.

Common Lodging Houses.

The old common lodging-house at Waterside was closed in 1965 and is being pulled down for redevelopment of the area.

Rents Acts.

During the year no new application for a Certificate of Disrepair was received.

Several cases were noticed when the necessary entries prescribed by the Housing and Rent Restriction Acts were not entered in rent books. All these were rectified upon the department's intimation to the agents or landlords.

Clean Air.

Nineteen visits were made for smoke abatement and most industrial firms have made commendable improvements. The problem of clean air for Kendal goes deeper than this.

Kendal's position in the Kent valley leads to the cooler air collecting in the lowlying parts at night. From any of the surrounding hillsides you can see how the natural ground mist is polluted by the smoke from domestic chimneys much more than by the industrial premises. Sometimes the valley is clear and sunny both north and south of the town, while the central areas are dull, with soot in visible suspension in the air. The Hallgarth Estate is often particularly bad in this way.

I should like us to do all we can to see that Kendal's air pollution does not become any worse, and I hope that we may be able to improve it. With one-third of the houses in Kendal now in Corporation ownership, we seem to have a considerable responsibility.

I have recommended to your Council that all Corporation houses to be built in future should be designed for burning smokeless fuels, and that all the existing ones should be progressively converted in the same way.

I do not reckon much of Kendal's progress. Anyone can see with their own eyes, from Windermere Road or Fellside, how the smoke

from the household chimneys hangs as a pall over the town on calm days and nights. Sometimes you can even feel it in your lungs down town. Public opinion is growing that this should not be so.

Public Swimming Baths.

The Minister requires me to furnish particulars about public swimming baths. The only one in the Borough is owned and managed by Kendal Corporation. It is filled with fresh water from the public mains, and is then continuously circulated through filters and thoroughly chlorinated.

Pet Animal Shops.

Three shops were licensed. No particular difficulties were encountered in supervision.

Pest Control.

During the year, 545 premises were surveyed under the provisions of the Pest Act, 1949. 23 premises were found to be infested by rats or mice and were treated by the department. 611 visits were made; 30 complaints were also investigated.

Special attack was made against rats in the Kendal sewers during the year because of typhoid and paratyphoid germs flowing down constantly from cases and carriers in the town. A specialist firm was employed with good results.

National Assistance Act, 1948.

Section 47 — Compulsory Removal.

No Court Orders were sought during the year, but one case was under constant supervision.

Such cases are extremely distressing to deal with and the course of compulsory removal is reserved to meet the emergencies of a last resort when all other methods of help have failed. Sometimes it is very hard to decide what is really in the best interests of the patient.

Special liaison is maintained with the Welfare Authority to prevent people from getting into such difficulties. Home-help services, hostels and partial dependency schemes may meet some of the problems. I hope that the harsh step of compulsory removal will be less needed as time goes by. It is so often tantamount to a death warrant.

Public Mortuary and Post-mortem Rooms.

Your Council do not provide any public mortuaries or post-mortem rooms. Adequate facilities are available at the Westmorland County Hospital in Kendal by arrangement.

Burial Grounds.

Your municipal cemetery at Parkside Road is maintained in a creditable state. The one in Castle Street gives trouble from time to time: it is rarely used and the chapel is semi-derelict, headstones have deteriorated, and the grass is difficult to keep in proper order. I wish it could be closed.

Although there may not be any actual public health risks, I find it rather distasteful to see various burial grounds and cemeteries neglected around Kendal. It is the living who cause the public health nuisances, not the dead. I wish all these decrepit burial grounds could be tidied up and laid out pleasantly like the fine example set by Kendal Parish Church.

Laboratory Services.

The Public Health Laboratory Service establishments at Preston and Carlisle now serve this area, and do it very well. We are glad of their help.

My special thanks for 1966 are due to the Preston Public Health Laboratory which bore the brunt of all the extra work with our Kendal paratyphoid and typhoid investigations. We landed them with over 500 sewer swabs and more than 200 sets of personal specimens. It was again a magnificent example of teamwork.

APPENDIX A LABORATORY EXAMINATION OF PUBLIC WATER SUPPLY

Nature of Test	Standards Max.	Town's Main.
Pr. coli count 37°C ..	3-10	0
Faecal coli/strep ..		
Date Sampled last ..	—	22.11.66
Character	—	Clear
Reaction	—	7.4
Ammonical Nitrogen	.041	0
Albuminoid Nitrogen	.066	.09
Total Solids ..	1000	68
Hardness {	Total ..	36
	Carbonate	18
	Non-Carb.	18
Chlorides	30	10
Nitrates	1	.32
Nitrites	—	0
O.2 Absorbed	1	.80
Heavy Metals ..	—	n/a
Rainfall 24 hours ..	—	Nil
Date Sampled ..	—	10.3.64
Laboratory	—	Preston

Chemical analyses expressed in parts per million.

